



Department  
for International  
Development

# **Operational Plan 2011-2016**

## **DFID Rwanda**

Updated December 2014



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## Introduction

In 2013 the UK became the first G7 country to meet the United Nations target of spending 0.7% of gross national income on international development. The Department for International Development (DFID) uses that investment to help countries to lift themselves out of poverty and leave poverty behind. Operational plans set out to the public how we plan to deliver results across policy areas and for every country we work in. These plans clearly explain why, and how, DFID is targeting its resources and what we expect to achieve covering the period up until March 2016.

DFID is focused on spending in the right ways, on the right things, in the right places. The portfolio of our projects is already shifting to deliver a more coherent, focused and ambitious approach to economic development. We are helping to build strong and investable business environments in developing countries and improving access to finance for entrepreneurs.

Improving the prospects for girls and women in developing countries is a priority. Investing in girls and women is the smart thing to do, as well as the right thing to do. By unleashing their potential, we see returns for girls and women themselves, their families and communities, and for their economies and countries. No country can successfully develop if it leaves half its population behind.

Life-saving humanitarian assistance remains one of DFID's most fundamental responsibilities. When disaster strikes or conflict erupts we are first on the ground to support the most vulnerable people. We are also increasing our efforts to help those countries that are at higher risk of natural disasters to become more resilient in the first place.

DFID continues to drive value for money in everything we do on behalf of the British taxpayer. We have improved our procurement and programme management, increased our internal audit oversight and we are ensuring that staff have the skills to deliver the Department's priorities.

On the international stage we are working hard to agree a new set of global development goals to replace the Millennium Development Goals when they expire next year. We are determined to secure a clear and inspiring set of goals for the post 2015 development framework that leave no one behind.

Increasingly we will take new and innovative approaches and we will work with new partners. This will include businesses who are increasingly major development players. During the Secretary of State's time as co-chair of the Global Partnership for Effective Development Cooperation, DFID played a key role in encouraging different development actors to work together and use internationally agreed principles for aid and development effectiveness.

As our operational plans set out, our approach to international development is ambitious and innovative. We are determined to ensure that every pound DFID spends has the biggest possible impact on the ground. Ultimately by investing in developing countries, we can end aid dependency for good and build a better, more prosperous world for all

## Context

By 2020 Rwanda aims to complete its transformation from a poor, post-conflict nation to a thriving, middle income, regional trade and investment hub. But Rwanda's progress will stall without transformative changes that: create wealth and investment and invigorate the private sector, improve basic services, increase the accountability of the state to its people, and address potential causes of conflict and fragility, including regional instability.

Rwanda has made remarkable progress since the Genocide of 1994. It is on track to meet many of the Millennium Development Goal targets, although a few indicators (including maternal mortality, HIV prevalence, tuberculosis deaths, and use of an improved water source) are off track. Between 2008 and 2014, Rwanda has moved 17 places up the HDI ranks to 151 out of 187. No other country has moved up as many places over this period. Poverty fell dramatically between 2005/6 and 2010/11 and Rwanda's Gross Domestic Product per capita has increased from \$207 in 2000 to \$633 in 2013, driven by an average growth rate of 7.7% per year in that period. Growth has been pro-poor and inequality has reduced.

Despite this, huge challenges remain. 63% of the population live on less than \$1.25 a day. 45% of Rwanda's 10.8 million people live below Rwanda's poverty line, and 24% live in extreme poverty, unable to afford a minimum food basket. Poverty is largely rural and is geographically concentrated and, as a result of population growth, the number of poor people has reduced only marginally. Inequality is reducing, but it is still high and it is constraining sustainable growth and poverty reduction. Girls' attendance at primary and secondary schools exceeds that of boys, and women are well represented in government institutions (Parliament has 64% female members), but only 10% of local mayors are women. Women are more likely to be extremely poor than men and to have less access to means to raise their standard of living. Over half of ever married women have experienced sexual or physical violence.

Given low levels of international investment and a less-than-vibrant private sector it is not clear how much wealth growth will continue to deliver to a fast growing and largely unskilled population. Rwanda needs a more highly skilled workforce - and to deliver the education outcomes on which this will rely. The country is still heavily dependent on foreign aid (31% of the 2014/15 budget) – the majority from seven donors (World Bank, European Union, African Development Bank, US, Germany, Belgium and the UK). In an economy where 72.6% of the population (and 84% of women) relies on agriculture for a living, sustainably increasing agricultural productivity is the first step needed for Rwanda to develop, and buffer the effects of future food price rises.

But Rwanda's strong reliance on rain-fed agriculture makes it highly vulnerable to climate change. Existing climate variability is already affecting economic growth and future climate variability is likely to present additional challenges: threatening food security, health, export earnings and causing damage to infrastructure. In addition, Rwanda remains vulnerable to rising global oil prices due to the high importation of energy products. As a landlocked country and small economy, Rwanda recognises the critical need to further promote regional trade and integration in the East African Community, on which its economic growth depends.

Rwanda uses development finance very well, both in terms of results achieved and accountability for its use. Transparency International judges Rwanda among Africa's least corrupt countries, while the 2010 Public Expenditure and Financial Accountability assessment documents an impressive and fast-improving public financial management system.

But the relative progress on development indicators co-exists with constraints on political rights and freedom of expression. And the long term stability of the Great Lakes region remains in question, with Rwanda having previously been involved in recurring bouts of conflict in eastern DRC. The constraints on rights and freedoms are to some degree understandable given Rwanda's post-genocide context. But there is mounting concern that power is overly centralised, with unpredictable consequences for long term political stability, economic development and human rights. President Kagame is due to stand down at the conclusion of his constitutional mandate in 2017.

During this five year period the levels of UK aid to Rwanda, the way it is delivered, DFID's influence with other donors, and the UK's ability to raise and resolve issues of concern with the government, will be of high importance to both the Government of Rwanda and other donor partners.

# Vision

## Overview

The Government of Rwanda is pushing for, and achieving, exceptionally fast development. A post-genocide emphasis on reconstruction, state-building and basic services is now shifting to one of economic transformation and growth, requiring a vigorous private sector attracting strong investment and generating revenues to replace high levels of aid. By 2020 Rwanda aims to complete its transformation from a poor, post-conflict nation to a thriving, middle income, regional trade and investment hub.

DFID will support these longer-term ambitions around economic development. DFID sees the need for four fundamental transformations to underpin Rwanda's continued transition: i) the shift from an agricultural economy to private sector-led growth, enabling small and medium sized businesses to grow and create employment, including for poor men and women; ii) significantly improved basic services that deliver the Millennium Development Goals and build human capacity, skills and resilience; iii) increased accountability of the state to its citizens (including women, girls and the extreme poor) and transition to more open and inclusive politics and enhanced human rights; (iv) increasing domestic revenue generation and decreasing dependence on aid. The UK development programme in Rwanda is designed to support these transformations.

Rwanda's development progress is impressive, but it is also fragile. The tightly-controlled political system, coupled with fast-paced improvement of services and creation of wealth, are fundamental aspects of Rwanda's state-building strategy. The UK's political discussions with the Rwandan Government focus on ensuring this process becomes increasingly inclusive, so that Rwanda's development success can be sustained through the political transitions of 2017. The conflict in eastern DRC in late 2012 and throughout much of 2013, have also precipitated high level dialogue with the Government of Rwanda around its role in securing long term, sustainable peace and security in the region.

## Alignment to DFID and wider UK Government priorities

In close partnership with the Foreign and Commonwealth Office (FCO) in Rwanda, DFID is:

**Supporting Rwanda to deliver the MDGs** by targeting the poor, working through government systems in education, agriculture, finance and social protection for the most vulnerable. DFID's leadership role in the education, social protection and finance sectors supports the Government of Rwanda to deliver its Economic Development and Poverty Reduction Strategy (2013-17) and to achieve greater aid effectiveness.

**Boosting economic growth and wealth creation** by stepping up UK support to the private sector. This includes work to boost regional trade, to address the investment climate constraints to private-sector led growth in Rwanda, to improve access to finance and to support the transformation of the agriculture sector. DFID's close collaboration with FCO on commercial diplomacy complements this.

**Supporting the 'Golden Thread of development'** and in particular building accountable institutions, and increasing citizens' ability to hold government to account. Regular assessments against the Partnership Principles, which include Rwanda's contribution to regional stability, are used to inform a dialogue with the government, intended to help open political and economic space.

**Improving the lives of women and girls** by improving their access to quality education, by preventing violence against them, by improving their sexual and reproductive health, and by supporting their economic empowerment.

Supporting the Government of Rwanda to **protect the poorest people and the economy from the effect of a changing climate**.

This Operational Plan clearly describes the results DFID aims to achieve, and measures our progress against them. A continued emphasis on value for money and transparency will make UK aid more effective.

## Results 2011/12-2015/16

**Headline results** (those with a \* directly attributable to DFID. In all other cases, DFID is contributing to the results)

Pillar / Strategic Priority	Indicator	Baseline (to nearest 100)	Progress towards results (including year)	Expected Results (end year included)
Poverty, Hunger, Vulnerability and Gender	Number of people directly assisted by DFID-funded social assistance programmes	65,300 in 2010/11	384,300 people were supported in 2013/14. The scale up pattern of the social protection programme and an increased DFID contribution means that more results were attributed to DFID. The target have been revised upwards and programme is fully on track to achieve the higher target.	423,300 (2014 /15) and 300,300 in 2015/16
Poverty, Hunger, Vulnerability	Number of food insecure households/ individuals	2.2 million 2012/13	7,400 fewer (2013/14)	7,400 fewer individuals that are food insecure (2014/15)
Wealth creation	Average time to clear a container of goods through customs	3,249 minutes (for all medium risk transactions)	2,000 minutes (2013/14)	2,000 minutes/ 38% reduction (2014/15)
Education and Gender	Number of children passing basic education leaving exam after grade 9	3,600 children, of which 2,000 boys and 1,600 girls in 2009/10	13,800 children were supported in 2013 academic year, bringing the cumulative total to 31,000 (of which 15,900 are girls). The 2014	36,500 children, of which 18,800 will be girls by 2014/15 (cumulative 11/12 to 14/15) This will increase by 7,700 (4,060 girls) in

			target is on track to be delivered.	2015/16
<b>Education and Gender</b>	<b>Number of girls and boys enrolled in lower secondary school at Grades 7-9</b>	20,700 children, of which 10,700 boys and 10,000 girls in 2009/10	53,300 children were supported in 2013 academic year, of which 28,660 were girls.	53,300 children, of which 28,700 will be girls in 2014/15. There will be 32,400 (17,400 girls ) supported in 2015/16
<b>Governance</b>	<b>Public expenditure and financial accountability (PEFA) scores</b>	9As, 9Bs, 4Cs, 6Ds	No data available	At least 5 improved indicators (2014/15)
<b>Wealth Creation</b>	<b>Number of land parcels registered and titles issued</b>	40,000 plots in 2009/10	By 2013/14 3.5 million parcels were registered	4.7 million plots (cumulative 2011/12 to 2014/15)
<b>Governance</b>	<b>Number of people supported to have choice and control over their own development and to hold decision-makers to account</b>	26,800 in 2010/11	1.8 million people were supported in 2013/14,	1,8 million by 2014/15

## Evidence supporting results

**Overall:** Economic modelling shows that aid to Rwanda raises the growth rate of Gross Domestic Product and reduces poverty with spending in the areas of agriculture and education having the greatest impact. Spending in these areas will continue and will be a part of the increased focus on economic development.

**Poverty & Vulnerability:** There is good and growing international evidence that investing in social protection can significantly improve the well-being of poor people<sup>13</sup>. In the short term, DFID's support to direct assistance and public works programmes will provide incomes for the poorest, thus directly reducing both income and expenditure poverty. Over the longer term, cash transfers have been found to increase children's access to educational and primary health care facilities. Evolving evidence also demonstrates that cash transfers contribute to poverty-reducing and inclusive economic growth.

**Education:** The evidence base is moderate to strong. A focus on improving quality is built on global evidence that inequality in learning achievement impacts on income levels<sup>14, 15</sup>. Teacher proficiency, particularly in English, is critical to improved education quality<sup>16</sup>, as is access to quality educational materials and the pupil: teacher ratio<sup>17, 18</sup>. At the post-basic level, lack of skills and career guidance has been identified as having significant impact on employability<sup>19</sup>.

**Wealth Creation:** The evidence base is medium but improving. Economic modelling in Rwanda has shown that agricultural growth is the greatest driver of poverty reduction and broad based economic growth. Trade and financial reforms also drive growth in Rwanda. Reductions in transport costs of around 10% have been shown to increase trade volumes by 25% and in Rwanda to reduce poverty rates for rural farmers. Access to financial services and security of land tenure have both been shown to reduce poverty and increase economic growth and when combined, to have a stronger poverty reduction effect.

**Climate Change:** The evidence base is weak but improving. Rwanda is vulnerable to the effects of climate change, particularly in the agriculture sector. It is also vulnerable to oil price changes with recent modelling finding that a 10% increase in the price of oil will lead to a reduction in GDP by 1.5%. Rwanda needs to reduce its reliance on imported oil and find ways to adapt to the changing environment that will support the majority of its people.

**Governance:** The evidence base is medium but improving. There is emerging evidence that countries receiving more Public Finance Management-related technical assistance have stronger public financial systems. A stronger evidence base has emerged on the important role effective taxation can play in state building and strengthened accountability<sup>i</sup>. Emerging evidence also points to the role increased citizen accountability can play in developing an inclusive political settlement<sup>ii</sup>.

## Delivery and Resources

### Instruments of Delivery

Financial aid through Government systems is the primary modality for DFID's programme in Rwanda. This is because Government systems are sound, fiduciary risk is decreasing and corruption remains low. Financial aid further (i) improves delivery of key services, ii) reduces transaction costs for the Government of Rwanda and donors; iii) improves UK influence over key budgetary and policy issues in Rwanda and (iv) builds state capability.

To support social and economic transformation, the UK currently provides targeted financial aid in education and social protection. We ensure the effectiveness of this financial aid through our sector leadership in education and social protection and our close policy dialogue with GoR and other partners. DFID complements financial aid with technical assistance to strengthen capacities and systems and to improve quality.

DFID also provides smaller amounts of targeted financial aid to continue to strengthen Rwanda's public financial management system, its audit office and its statistical systems.

We further provide non-budget support financial aid to support the Government in delivering some of its innovative and transformational programmes, such as Land Tenure Regularisation, the Rwanda Fund for Climate Change and Environment (FONERWA) and the Government's 12+ programme that aims to empower adolescent girls to build their skills and assets so that they have more control over their own lives.

An assessment against the Partnership Principles is used to inform decisions on the use of delivery instruments, including the balance between financial aid and other forms of assistance. Assessments in June 2014 were used to determine that DFID will continue to provide targeted financial aid through government systems but will not continue providing budget support.

### Other Delivery Mechanisms and Partners

Over the last five years DFID has shifted from an almost exclusive support to government through budget support instruments towards increased support to private sector and civil society. For instance, DFID Rwanda is developing a new multi-donor civil society support programme, designed to strengthen civil society in Rwanda, and to facilitate constructive dialogue between civil society and government.

DFID Rwanda is also increasing our engagement with the Private Sector to promote economic development, regional trade and integration. DFID Rwanda is also working with the IFC to support an Investment Climate programme in 2014.

DFID is working innovatively with new partners to deliver the UK's objectives. This includes not-for-profit companies such as Trade Mark East Africa and Access to Finance Rwanda.

DFID is using a range of funding tools and delivery mechanisms – depending on the value for money and effectiveness in each context – including partnerships with other donors, trust funds, contracted-out management, and pooled funds. DFID is encouraging other donors towards greater innovation in their global policies to increase the effectiveness of their finance.

### Multilateral Organisations

DFID is working closely in Rwanda with multilateral organisations – particularly the World Bank – on a wide range of programmes. We use a range of funding tools, including co-funding, pooled funds and trust funds. In all these relationships we continue to look for improved value for money from our investments. DFID is also closely aligning policy dialogue with multilateral partners where possible – particularly the European Union. Rwanda is a UN Delivering As One (DaO) pilot country and we support their efforts to achieve greater efficiencies within the UN system.

## **Maximising the impact of our people**

DFID is proactively seeking to increase the professional opportunities available for staff development and progression. Most vacancies are advertised internally first (HCS and SAIC) and then externally if still required.

Learning and development policy is currently focused on consolidating core skills in programme cycle management, value for money solutions (finance, procurement and due diligence), line management and coaching ,as well as professional development and accreditation for National Staff.

DFID Rwanda continues to use the Civil Service People Survey results to design plans to strengthen staff engagement and ensure that DFID Rwanda benefits fully from a talented and motivated workforce.

## Planned Programme Spend

Pillar/Strategic	2011/12		2012/13		2013/14		2014/15		2015/16 (provisional*)
	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Resource £'000	Capital £'000	Total Resource and Capital £000
Wealth Creation	19,746		12,961	600	17,696	900	21,700	0	
Climate Change	601		2,176		3,108		5,800	0	
Governance and Security	15,484		6,250		4,481		6,500	0	
Education	23,176		19,130		36,812		20,400	0	
Other Health	5,232		941		456			0	
Water and Sanitation	1,480		320					0	
Poverty & Vulnerability	7,881		13,076		15,577		15,400	0	
Humanitarian					5			0	
Global partnerships	1,086		4,583		6,753			0	
Other MDGs				600		900		0	
<b>Grand total</b>	<b>74,686</b>		<b>59,437</b>	<b>1,200</b>	<b>84,888</b>	<b>1,800</b>	<b>69,800</b>	<b>0</b>	<b>66,000</b>

\*Expenditure figures for 2015/16 are indicative. DFID works in a variety of challenging environments, including fragile and conflict affected areas. Humanitarian work is often reactive and can be scaled up or down. An element of flexibility within funding allocations is necessary to ensure that we can balance the need for long term planning alongside the ability to respond where necessary to changing requirements

## Planned Operating Costs

	2011/12	2012/13	2013/14	2014/15	2015/16 (provisional*)
	£'000	£'000	£'000	£'000	£'000
Frontline Delivery Costs – Pay	1,303	1,417	1,547	1,650	
Frontline Delivery Costs – Non Pay	576	849	762	1,095	
Administrative costs – Pay	327	295	268	284	
Administrative costs – Non Pay	165	95	113	69	
<b>Grand Total</b>	<b>2,372</b>	<b>2,657</b>	<b>2,690</b>	<b>3,098</b>	<b>3,049</b>

\*Expenditure figures for 2015/16 are indicative. DFID works in a variety of challenging environments, including fragile and conflict affected areas. Humanitarian work is often reactive and can be scaled up or down. An element of flexibility within funding allocations is necessary to ensure that we can balance the need for long term planning alongside the ability to respond where necessary to changing requirements

### Initiatives to reduce operating costs

Reducing training costs by focusing learning and development (L&D) strategy on core skills and cross office provision. Three levels of approval (Line Manager > L&D Committee> Senior Management Team) will ensure all L&D expenditure delivers results; and DFID's human resources managers network will be used to co-ordinate in-house and regional training activity.

Sharing services with the FCO to reduce duplication and number of administrative staff for back office functions and fleet efficiencies (e.g. reduction of fleet; replacement of fuel-inefficient vehicles by smaller, more fuel-efficient vehicles). Further operational efficiencies envisaged under 1 HMG Overseas Programme. Continue to seek cost-sharing arrangements with DFID's Africa Division, where resource sharing is appropriate and practical.

## Delivering Value for Money

Maximising the impact of every pound that we spend in Rwanda on poor people's lives

### DFID's programme in Rwanda will deliver value for money through:

- Maintaining a high proportion of DFID's programme that uses Government systems. This is economical as it keeps DFID administration costs to a minimum; it is efficient since it cuts out the need for additional overheads associated with project funding; and it is effective since data show that Government delivers services well and that poverty has decreased significantly over recent years across a range of indicators. It is further effective in building state capability.
- Prioritising work in areas expected to yield high returns or additional donor funding. For example, DFID's support to education will continue to leverage additional funding from other donors and the 'Global Partnership for Education'
- Placing girls and women at the centre of DFID's work to take advantage of the high returns to investments in girls and women.
- Improving the accountability and effectiveness of service delivery: interventions including improving the monitoring of government expenditure by citizens and selected accountability institutions will improve performance in health, education, agriculture and social protection.

### Ensuring Value for Money in Delivery

DFID Rwanda's VfM vision, finalised in 2013, sets out '*that DFID Rwanda is able to show that it is achieving maximum possible value for British tax payers. This will mean that: our programmes and corporate services are as cost effective as possible; that we can demonstrate and are learning from the results that we are achieving; and that we are getting sufficient returns on our investments*'. All staff in DFID Rwanda have an objective on this in their individual performance plan.

In order to improve the cost effectiveness of its programmes, DFID Rwanda is developing a better understanding of the unit costs of its interventions, and making better use of this data. Unit costs are identified in Business Cases and monitored in Annual Reviews and Project Completion Reports. We will keep a central repository of the unit costs across the programme to compare relative performance of different projects and to facilitate regional benchmarking. We will work with other country offices in the region to share this information.

We will calculate rates of returns for our projects and include this information in Business Cases, monitoring it through the annual review process. Where this is not appropriate, we will seek to develop more innovative ways of assessing value.

DFID Rwanda is also building innovation into its portfolio, including through a number of innovative funds (such as support to the Government of Rwanda's climate change fund) as well as through novel projects (such as the Land Tenure Regularisation project). Evaluations are mandatory for all innovative projects and we will routinely analyse data on unit costs, results, risk and levels of innovation, to ensure that we maintain the right balance across the programme.

DFID Rwanda carries out annual reviews of all of its projects and has put in place a system to follow up on recommendations, ensuring that they contribute to improved project performance. We are also starting a process of twice annual cross-office meetings on results, so that all staff are able to get an overview of programme performance across the different portfolios and can share lessons.

We are increasing VfM obtained through procurement to maximise the quality of services while minimising costs for all contracts awarded by DFID (savings in 2013/14 were £112,539).

We are also in the process of implementing the recommendations of a commercial capability review which was undertaken in early 2013, including the introduction of procurement planning and management tools, development of procurement guidelines and delivery of corresponding training, and an increased focus on contract management.

The 1 HMG Overseas' programme will support efforts to improve the VfM achieved through office administrative services.

## **Monitoring and Evaluation**

### **Monitoring**

Annual reviews of each programme capture progress against agreed performance targets outlined in logframes, and highlight areas where programmes are under or over achieving. Where progress is slow or off-track, remedial actions are agreed with programme partners and implemented.

For most programmes, results are monitored through national systems which are already of moderate to strong quality, and improving. The National Institute of Statistics for Rwanda (NISR) is conducting a streamlined set of national surveys to ensure priority data is captured, analysed and published to high standards. DFID is also using national data from sector ministries where available and of sufficient quality. Where necessary, DFID complements national systems by developing dedicated monitoring systems, particularly for innovative programmes. Where GoR administrative systems are used to demonstrate results for Results Based Aid, DFID independently verifies this data.

Selected programme targets and high level national development targets are included in DFID's detailed Results Framework in Rwanda. Mid and end year reviews provide programme teams and management with an overview of progress in delivering the Operational Plan.

Government and partners undertake an annual joint review of progress against key national development targets in the Common Performance Assessment Framework (CPAF) in October each year. These assessments directly inform DFID Rwanda's mid year review of its Results Framework in November, and are supplemented by additional programme monitoring information and latest data released by Government at an end year review in April.

### **Evaluation**

DFID Rwanda has developed a full evaluation plan following recruitment of a new full time Results and Evaluation Adviser. In it, DFID Rwanda prioritises evaluations for those programmes which are innovative and others where the evidence base is relatively weak, nationally or internationally.

DFID Rwanda is training its programme team members to commission evaluations and interpret and use evaluation findings. Lessons from evaluations are shared with external partners, and shared interally in monthly policy meetings.

DFID is currently leading on evaluations to assess the poverty impact of trade, review Results Based Aid, assess the effectiveness of gender-based violence (GBV) prevention approaches, and assess the impact from the Rwanda environment and climate change fund (FONERWA). DFID also supports (or has supported) evaluations of the impact of social protection support for the poorest (VUP), the 12 plus programme, a programme to raise the capacity of civil society (PPIMA), the Public Financial Management programme and the Land Tenure Reform (LTR) programme. DFID's work on climate change also strongly emphasises monitoring and evaluation in order to contribute to the national and global evidence base. All evaluations include a strong focus on gender.

### **Building the skills of partners**

DFID continues to support the NISR to improve the quality and accessibility of statistical information in Rwanda, and to strengthen NISR's ability to coordinate and provide quality assurance across the national statistical system. DFID is also helping to mobilise additional funding to improve statistical tools and skills, including through the World Bank P4R programme. Further investments will be made through sector programmes to support government to improve the quality of data in education, social protection and governance sectors, and this will be an important component of DFID's new work on agriculture and climate change. DFID has also commissioned a study to review and strengthen the capacity of local evaluation service providers. The planned multi donor civil society support programme will also support civil society to strengthen its monitoring and evaluation skills.

## Transparency

Transparency is one of the top priorities for the UK Government. It helps people see where money is going and for what purpose. It helps improve value for money and makes governments everywhere more accountable to their citizens. DFID is a world leader in aid transparency and has an ambitious vision for both DFID and its partners. We will ensure that we play our part in continuing to work towards that vision – set out in a suite of commitments the Aid Transparency Guarantee (ATG), Aid Transparency Challenge (ATC) and DFID's Open Data Strategy.

### **Actions to ensure DFID meets its commitments in the UK Aid Transparency Guarantee**

In order to support this, DFID in Rwanda is:

**Ensuring that its programme information on DFID's publically available Development Tracker web page is accurate and clear. To do this, DFID Rwanda is:**

- Ensuring that all Business Cases are jargon free and clear and concise;
- Developing standard conventions for project titling, description and objectives, where these have not been set by DFID centrally;
- Ensuring Project Officers apply these conventions, and that Team Leaders quality assure them;
- Regularly spot-checking DFID Rwanda's own compliance with these conventions.

**Using the UK in Rwanda's page on the UK.GOV website** to publish key operational and policy documents.

**Proactively disseminating information to civil society partners in-country** to ensure they are aware of DFID's transparency guarantee, and to encourage them to challenge DFID's internal procedures to ensure they deliver according to the International Aid Transparency Initiative.

**Discussing with the Government of Rwanda how the UK can help encourage greater public awareness of:**

- Aid funding given by DFID to the Government sector in Rwanda
- The ministries responsible for implementation of DFID support
- All other aspects of transparency as monitored by the global 'Open Budget Index'

**Periodically placing small advertisements and/or interviews in key local newspapers noting:**

- Sum of grants disbursed (against plan); noting recipient sectors and key related activities
- Projects funded by DFID (including where and when, and the real impact on the population)
- Project spending
- Projected data for the same for the next quarter
- Publicly available Government of Rwanda websites where more details can be found.

## Annex A: Changes to Operational Plan

Page Number	Change made to operational Plan	Reason for change
6	New wording of the four fundamental transitions DFID sees as necessary to underpin Rwanda's continued transition.	These four "transformations" are the result of DFID Rwanda's analysis. They are new. They are: structural transformation of economy; strengthening key enabling institutions; building human capacity, skills and resilience through the delivery of basic services; and helping Rwanda become self-financing.
6	Consolidation of and changes in wording on the alignment of DFID Rwanda's objectives behind those of DFID or HMG.	These objectives needed to be better structured to set out how DFID Rwanda is aligning behind DFID and wider UK government priorities. For example: boosting economic growth and wealth creation, supporting the 'Golden Thread' of development, and improving the lives of girls and women.
7	Target result for number of people directly assisted by DFID-funded social assistance programmes revised from 173,200 to 423,400.	Increased DFID share of spend on social protection programmes.
7	Target result for number of food insecure households/ individuals reduced from 14,800 to 7,400.	Cessation of Agriculture Sector Budget Support.
7	Target result for average time taken to clear goods through customs changed from 2,800 to 2,000 minutes.	Original target was exceeded in 2012/13; new target reflects good progress to date.
7	Target result for number of children passing basic education leaving exam after grade 9 changed from 45,300 to 36,500.	Changes in funding mechanism.
7	Target result for number of girls and boys enrolled in lower secondary school at Grades 7-9 changed from 66,300 to 53,300.	Changes in funding mechanism.
8	Target result for parcels of land registered revised upwards from 4.16m to 4.7m.	Target revised due to high performance to date.
8	Target result for number of people supported to have choice and control over their own development and to hold decision-makers to account revised upwards from 1.25m to 1.8m.	Target revised due to high performance to date.
10	Changes in wording setting out that we will no longer provide budget support.	Changes made in light of the 2014 Partnership Principles Assessment.

## Annex B: Human Rights Assessment

**Economic and social rights:** Rwanda is ranked 151<sup>st</sup> of 187 countries in the UN's Human Development Index (2014) but it is one of the world's fastest improvers moving up 17 places since 2008, a greater increase than any other country during the same period. Rwanda is on track to achieve most of the MDGs. The poverty rate fell from 57% in 2005/6 to 45% in 2010/11 (Rwanda household survey data EICV2 and 3). IMF data shows that economic growth has averaged 6.4% per year over the past five years, significantly advancing the realisation of the right to an adequate standard of living. There is also strong commitment to tackling gender inequality in service provision, which is reflected in progress on health and education over the same period: maternal mortality has reduced from 750 (2005) to 476 deaths per 100,000 live births (DHS 2010); primary school net enrolment rates are now 95.6% (up from 87% in 2005/06 EMIS 2013) with gender parity achieved; and under-5 mortality levels have decreased from 152 (2005) to 76 deaths per 1,000 live births (DHS 2010).

**Non-discrimination:** Rwanda is ranked 79<sup>th</sup> globally out of 151 countries in the UN's Gender Inequality Index (2013), the most progressive country in sub-Saharan Africa. Women are strongly represented in many senior roles e.g. in Cabinet and in Parliament where Rwanda has the highest proportion of female parliamentarians in the world (64%), yet only 10% of district mayors are women. At the same time, women's work dominates the poorly-paid agricultural sector and 56.4% of women who are or have been married have experienced sexual or physical violence (DHS 2010). Social discrimination based on sexual orientation continues but the legal framework remains non-discriminatory. Although the government is committed to providing a more inclusive policy environment for people with disabilities, PWD face particular challenges in accessing services and livelihoods as a result of discriminatory attitudes.

**Civil and political rights:** Freedom House rates Rwanda as 'not free', its lowest ratings category, in terms of political rights and civil liberties (Freedom House 2014). Election turn-outs are high but the transparency of the electoral process has shortcomings (FCO Country Case Study 2013). The Government has been criticised for its treatment of journalists and for restrictions on the media (submissions to UN Universal Periodic Review 2010; US State Department 2013). Concerns have also been raised about restrictions on the freedoms of human rights NGOs and opposition political parties and about some anti-genocide laws stifling legitimate dissent and debate (UN Special Rapporteur 2014, US State Dept. 2013). Allegations of irregular detention and torture remain a serious concern (Amnesty International 2013, US State Dept. 2013, Human Rights Watch 2014). The death penalty was abolished in 2007. The judiciary operates in most cases without government interference (US State Dept. 2013). The Universal Periodic Review reported in March 2011 and overall the Government accepted 67 of the 73 recommendations, but rejected 6. Implementation of recommendations will be reviewed at the next UPR process in 2015.

**Security and Rwanda's regional human rights role:** Rwanda's record of building national peace and security following the 1994 genocide has advanced the right to life, liberty and personal security. At the regional level however, there was evidence in 2012 and 2013 of Rwandan support for the M23 militia who committed serious human rights abuses in eastern DRC (UN Group of Experts' Reports 2012, 2013).

**Direction of travel in recent years:** The overall trend for social and economic rights is strongly positive. Inequality remains high but has reduced since 2005/6 (Rwanda survey data). The trend on reducing gender inequality is positive (UN Gender Inequality Index). The overall trend for civil and political rights is mixed and we have continued concerns in some areas.

### UK approach and focus:

Areas of particular UK activity in Rwanda include: (a) Advancing social and economic rights through development programmes and approaches as outlined elsewhere in this Plan; (b) Continuing to review Rwanda's commitment to all of the UK Partnership Principles; (c) Pressing for human rights reform at the highest levels of the Rwandan government; (d) Promoting respect for human rights through work to strengthen domestic accountability institutions; (e) Promoting the rights of women and girls through targeted programmes; (f) Strengthening civil society and accountability so that Rwandan citizens, including people with disabilities can engage effectively with the state in pursuit of their rights; (g) Supporting local initiatives that build peace and promote opportunities for Rwandans to engage openly, constructively and critically in decisions that affect and concern them.





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